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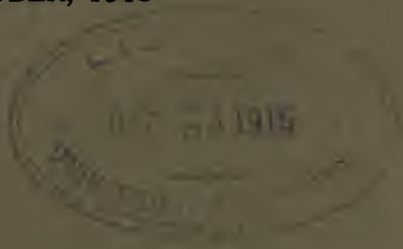
Penal Legislation of 1915

In the Commonwealth of Pennsylvania

Employment of Prisoners

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AND PHILANTHROPY**

OCTOBER, 1915



THE PENNSYLVANIA PRISON SOCIETY
S. W. Corner Fifth and Chestnut Streets
Philadelphia, Pa.

The Pennsylvania Prison Society

(Organized 1787)

500 Chestnut Street, Philadelphia, Pa.

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Penal Legislation of 1915

In the Commonwealth of Pennsylvania

(Full text of the laws passed, pages 25 to 32)

It has long been the conviction of The Pennsylvania Prison Society that the greatest evil connected with the prisons consists in enforced idleness of the inmates. This evil was rather augmented when in 1897 and 1899 laws were enacted in this State curtailing the amount of work which might be done by convicts.

From the origin of the Society in 1787 it has been our policy to urge suitable employment for every convict in the prisons. The sentence may be pronounced to a certain number of years at *hard labor*, but in nearly all of our prisons such sentence was a dead letter so far as the labor was concerned.

In recent years our Society has been quite active in the advocacy of some plan whereby the prisoners in all our jails might at least earn their own maintenance.

In a report adopted by the Acting Committee in 1909, it is suggested that twelve or fifteen workhouses, situated in different parts of the State, be constructed, and that these should be equipped for industrial pursuits. "The prisoners by their own labor would largely support themselves by the farm products."

In order that this system of workhouses might be effective, the Society advocated that the statutes should be amended so that labor in certain directions should not be curtailed, and that the product of certain industries should not be limited. It was thought that all convicts sentenced to fifteen days or more up to three years might be sent to these establishments.

In a Supplement to our JOURNAL, issued in October, 1910, our President, Joshua L. Baily, urged that an earnest effort should be made to secure from the Legislature the repeal of all legislation which limits the trade employment of the convicts in the penitentiaries of the State.

He wrote: "This repeal would not only be in the interest

of the convicts, but in the interest of the State. Not only would the Eastern Penitentiary become self-supporting, but the convict would be able to provide for his family. But not from a financial point of view would be the greatest gain—the greatest gain would be in the improvement of the convict morally, mentally, physically; and tenfold greater would be the chances, in many cases, of his return to freedom as an industrious and well-meaning citizen.”

In 1912 President Baily in an article in our JOURNAL again urges that some measures be taken to lessen the evils arising from idleness. “Instead of permitting the convict to earn his maintenance by his own labor, a fellow-laborer outside the walls is taxed to support him in idleness, which only intensifies whatever criminal propensities he possesses, instead of curing them, and increases his capacity for making depredations on society when the prison doors are open to him.”

Our report which was adopted in 1913 states that for many years our Society had “advocated the appointment of a Commission which should make a thorough study of the conditions of the county jails with a view of formulating some plan for greater efficiency and for uniformity of management.

It is our cherished wish that ultimately there shall be no jail in the State in which convicts may be sentenced to a term of fifteen days or more which does not provide industrial labor for the inmates with opportunity to earn some money to be sent to their families or to be placed to the credit of the prisoner and handed to him at the time of his discharge.”

Many citizens of Pennsylvania, noting the practice in other States, became convinced that this Commonwealth must take some steps to secure employment for our idle convicts. The Public Charities Association of Pennsylvania urged that our penal system be reformed. Public sentiment throughout the State became so aroused to the importance of some action that in 1913 an Act was passed and signed by the Governor authorizing the appointment of a Prison Commission “to inquire into the advisability of amending the penal laws of this Commonwealth, so as to provide for the employment of

all inmates of all penal institutions, to provide compensation for their labor, and to devise a system whereby the results of such labor shall be utilized in the penal and charitable institutions of this Commonwealth."

In the same year our Secretary visited every county jail in the State, collecting statistics especially with regard to the employment of prisoners, with the hope that such data might assist this Commission in coming to its conclusions. Many thousand copies were distributed through the State, and through the columns of the press the attention of the public was called to the extent and demoralizing effects of enforced idleness in our prisons.

Although the law authorizing the appointment of the special Penal Commission was passed by the Legislature and signed by Governor Tener in 1913, the Commission was not appointed till the summer of 1914. Our Acting Committee had at various times called the attention of the Chief Executive to this matter, and at one time received a reply to the effect that there was no appropriation adequate for the work of such a Commission. We were deeply gratified to learn of the appointment of this Commission, though we regretted that the time intervening between their appointment and the assembling of the next Legislature was so short.

The Commission was composed of Edwin M. Abbott, Chairman, Philadelphia; Prof. Louis N. Robinson, Secretary, Swarthmore; Dennis A. Hayes, Philadelphia; Andrew Hourigan, Wilkesbarre; Samuel I. Spyker, Huntingdon; W. D. Grimes, Pittsburgh; Robert J. McKenty, Philadelphia.

With much diligence this Commission was enabled to make a comprehensive report to the Legislature of 1915 and to propose the enactment of legislation to meet the situation.

Employment and Compensation

Section 1 of Act No. 289 provides "that all persons sentenced to the Eastern or Western Penitentiary, or to the Pennsylvania Industrial Reformatory at Huntingdon, or to any other correctional institution hereafter established by the Com-

monwealth, . . . may be employed at labor for not to exceed eight hours each day, other than Sundays or public holidays. Such labor shall be for the manufacture and production of supplies for said institutions, or for the Commonwealth, or for any county thereof, or for any public institution . . . controlled by the Commonwealth, or for the preparation and manufacture of building material for the construction or repair of any State Institution, or in the work of such construction or repair . . . or in the manufacture and production of crushed stone, brick, tile, and culvert pipe, or other material suitable for draining roads of the State, or in the preparation of road-making and ballasting material."

Comment.—In 1897 and 1899 laws were enacted limiting the number of convicts to be employed in making articles to be sold to 35 per cent. of the entire number of inmates of any penal institution. Said laws were passed chiefly at the instance of the labor organizations, which were opposed to any sort of competition between the wage-earning laborers and the unpaid laborers in the prisons. In one sense the present law is a concession on the part of the union labor movement whereby permission is granted for the unrestricted manufacture of articles to be used by the Commonwealth or any of its political subdivisions. Note also that provision is made for the employment of convicts in building State institutions and in the preparation of road-making material. Many quarries in the State may now be opened and operated by prisoners, and thus the day of universal good roads may be hastened.

Sections 2, 3, 4, 5, and 6 provide for the appointment of a Prison Labor Commission to be composed of three members; one from the Board of Inspectors of the Eastern Penitentiary, one from the Board of Inspectors of the Western Penitentiary, and one from the Board of Managers of the Reformatory at Huntingdon. They shall supervise and regulate the labor of the prisoners and shall attend to the disposal of the products. They are to serve without salary, but expenses incurred in the performance of their duties and for clerical assistance are to be paid by the Commonwealth. A special appropriation of

\$75,000 is made to this Commission which is to be designated "the manufacturing fund." The receipts from the sale of manufactured articles shall be credited to said fund and shall be used for the purchase of further material, equipment, machinery and supplies.

Comment.—Most other States which have introduced the State-use system have appointed a special superintendent or manager to have charge of such industries and the sales. It remains to be seen whether a Board thus constituted may be able to accomplish these rather arduous duties. In the original draft of the bill the Commission recommended the appointment of a larger commission with an agent who should give special attention to these industries and to the disposal of the products. Ultimately we believe some such measure must be adopted, unless some one of the Board, as at present constituted, may have the inclination to devote most of his time to the work. It is of course within the power of the Board to appoint an agent who may discharge its executive functions. The Board is allowed to use \$4,000 annually for expenses and clerical assistance.

Sections 7, 8, 9, and 10 regulate the wages to be paid to the convicts who are employed. The amount paid shall not be over 50 cents nor less than 10 cents for each day of labor actually performed. "Three-fourths of the amount credited to each prisoner, or the entire amount, if the prisoner so wishes, shall constitute a fund for the relief of any person or persons dependent upon such prisoner." If there are no persons dependent on any prisoner, then the sum of his wages is to be placed to his credit, one-third to be paid to him on discharge, one-third in three months after his discharge, and the remainder six months after he leaves the prison.

Comment.—An Act of 1883 provided for the payment of wages to convicts after deducting from their earnings the cost of their board, lodging and clothing, and also of their trial; but so far as we have known no county in the State has ever had a balance after such expenses were deducted, and therefore no wages have been paid. But the present law pro-

vides absolutely for the payment of a small wage to all who may be employed in manufacturing articles for the use of the State or counties, or who are engaged in work for the benefit of the Commonwealth or community. The Act is not drastic in its provisions. It imposes no obligation on the State institutions to furnish this remunerative employment. The language of the Act is that convicts "may be employed" in the industries specified. It is to be hoped, however, that the State institutions will give the Act a fair trial. Here is the opportunity to dispense with the idleness which is the bane of prison life. A similar law is said to be in successful operation in the State of New York. New Jersey is just now inaugurating such a system of employment. We trust the law will be so construed as to allow the payment of wages to the efficient helpers in our institutions,—to those who cook, bake, repair, and keep the accounts. If those who labor in the industries are to be paid, surely those who are employed in the daily round of arduous duties in caring for the household deserve some remuneration; also those who work on the farm of 5,000 acres around the Western Penitentiary should receive pay, if wages are to be paid to any convict workers. Simple justice would require that all the real workers should be remunerated without invidious distinctions.

Another section provides for the repeal of certain statutes and parts of statutes which have heretofore been enacted and enforced for the purpose of restricting prison labor. The Acts of 1891 and 1897, limiting the number to be employed in manufacturing goods and prohibiting the use of all machinery excepting such as may be operated by hand, were repealed. It is true that only 35 per cent. of the prisoners may still be employed in making products to be sold in the open market, but all of them may work in making articles for sale to our public institutions. The use of power machinery will add very greatly to the total output of our prisons.

We trust that subsequent Legislatures will strengthen this Act by making it obligatory on the managers of public institutions to patronize these State industries before making pur-

chases elsewhere. There is no provision making it the duty of other institutions to encourage these industries by giving them patronage. Neither is there any provision regulating the prices at which these manufactured articles may be sold. It is important that they be sold at a price neither above nor below the price of similar articles sold in the open markets. Managers will have strenuous and valid objections to paying more for these articles than they would pay in the open market, and there would likewise be grave objections if the goods made by prisoners should be placed in the market at a price lower than for the same articles produced by outside manufacturers. In adjusting these matters there will be need of exercising the greatest discretion, and experience will reveal whether additional legislation may be useful or necessary.

State-Account System

The last Legislature has introduced the State-Use System into Pennsylvania,—not the State-Account System. The latter term is applied to the manufacture by prisoners of articles intended to be sold to all the people of the State. An illustration may be taken from the State of Minnesota. The farmers of that great State, realizing that the price they were compelled to pay for binding-twine, immense quantities of which they were using in their enormous harvests, was extravagant, welcomed the proposition to establish at the State Penitentiary a binding-twine manufactory. The result was that they secured their twine at a much lower price than they were accustomed to pay, and in fact at a price which quite banished from the State twine made by outside factories of which, however, there were none within the borders of the State. Recently they have added factories for making agricultural machinery, especially reapers and mowers, to their immense plant at the Penitentiary, and with results quite gratifying to the farmers. The State-Account System is usually confined to the manufacture of a very few specialized articles and those demanded almost universally in the community where such factories have been established. Merely as a busi-

ness proposition, the factories in Minnesota have been exceedingly profitable; for we learn from the reports that as much as \$200,000 profit over all expenses have in one year been placed in the State treasury.

State-Use System

Under the State-Use System there is very little competition with any other industry whether in or without the State. The entire amount made by the prisoners is insignificant compared with the amount demanded. In New York State the products made by the prisoners amounted in one year approximately to \$1,000,000, but the supplies for the State institutions cost about \$40,000,000. Under this system a very diversified list of articles or products may be obtained from the prisons. The New York State list embraces over 150 articles, and if we make an estimate based on the different varieties of the same article, the list has over 600 numbers from which an institution may make selection. As an illustration, in their furniture factory, there are enumerated 75 kinds of chairs and 68 kinds of desks. In New York the State institutions are first obliged to correspond with the Superintendent of State Prison Industries with regard to their wants. They may purchase aprons, baskets, brooms, brushes, garbage cans, carts, mattresses, street sweepers, suitings, tinware, underclothing, wheelbarrows. The catalogue containing a description of the articles is a cloth-bound volume of 204 pages. There is a separate price list which is probably revised annually.

The State of New Jersey has also inaugurated the State-Use System. The convicts make tinware, shoes, harness, suitings, uniforms and many other articles designed for use in State institutions, but not on so large a scale as in the adjacent State of New York.

The conviction has come at last to the mind of the general public, reflected by the action of our Legislatures, that the time and talent of our convicts must be utilized both for the good of the prisoner and for the benefit of the community.

The County Prisons

The Act to which we referred above makes no provision for labor in the county prisons in which the greater part of the convicts of the State are incarcerated. An Act providing for the employment of the convicts in our county jails was proposed, and referred to a committee which made no report thereon. This proposed enactment was, perhaps, the strongest feature of the work of the Commission, and would have introduced radical changes into our present inefficient and antiquated methods. It was proposed, in brief, to establish six Industrial State Farms to which those now sentenced to county prisons should be sent. One section of the Act provided that "it shall be the purpose of the State Farms to employ the prisoners committed, or transferred thereto, in work on or about the buildings and farm, and in growing produce and supplies for its own use and for the other institutions of the State; in preparation of road material and in making brick tile, paving material, as may be found practicable for the use of the State or any political subdivision therein and for the proper and healthful employment of such prisoners."

The advantages of the construction of our prisons on large farms have been exploited for several years. State after State has adopted this plan for the large State institutions, and with successful results, both as regards the inmates and the tax-payers. The plan proposed by the Commission extended these beneficial effects to those sentenced for comparatively short terms. In our report made last year, the estimate of the number of days spent in entire idleness in one year in the county prisons of the State was 1,000,000. The object of the Commission was as far as possible to provide for the elimination of enforced idleness with all its accompanying evils.

Evidently the law-makers were not prepared to introduce so drastic a change. But an Act was passed materially improving labor conditions in the county jails. The Act of 1897 allows 5 per centum of the prisoners to be employed in making brooms, brushes and hollow ware, 10 per centum in the manu-

facture of goods that are made elsewhere in the State, except that 20 per centum may be employed in making mats and matting, so that at the most only 35 per centum could be employed in manufacturing articles for sale.

An Amendment

This law was amended by the last Legislature so that articles may be made not only for the use of the institution where the prisoners are held, but "for any institution or the inmates of any institution supported, wholly or in part, by the county in which the prison . . . is located, or for the use of the county itself." If advantage is taken of this act, the great majority of the prisoners may have employment. Not only was this amendment passed, but also the section of a previous act forbidding the use of power, other than by hand or foot, was repealed, so that machinery may now be introduced into all prisons. These changes were made in the former regulations connected with the employment of prisoners in order that they may have larger opportunities to work pending the consideration of the establishment of State Industrial Farms.

Employment of Convicts on the Public Highways

If it is found impossible or inconvenient to employ convicts within the walls of the prisons, the last legislature provided for the employment of all inmates of jails on the public highways.

Section 1 presents a list of definitions as follows:—"That as used in this Act, the term *jail* means penitentiary, jail, prison, or workhouse. *Warden* means any person in charge of a jail. *Highway* means any highway, road, street or alley. *Convict* means any inmate of a jail. . . .

Section 2. The warden of any jail is hereby authorized and directed to detail for work on the public highways such convicts as he may deem advisable, excepting prisoners under sentence of death, upon the written request of the State Highway Commissioner, for all State roads; the county commissioners for all county roads; the township . . . supervisors

. . . for all township roads; the mayor or burgess, as the case may be, for all municipal streets. The detail shall be *voluntary* and shall in no way be compulsory. . . . *The convicts shall not be required to wear stripes.* . . . Each convict shall be allowed the sum of twenty-five cents for each day's labor."

Another provision of the Act specifies that convicts so employed may have additional commutation not to exceed ten days in any one calendar month. Their earnings are to be paid to them on their release, and such payment shall in no way be deducted from the amount usually given convicts on their discharge. Prisoners who may so desire may direct their wages to be sent to those who are dependent on them.

Comment.—Up to the time of the publication of this Supplement, we have heard of no county or township which has been making requisition for convict labor on the highways. In Cambria County, for some time prior to the passage of this Act, convicts have worked on the roads to good effect. Also in Philadelphia County the work in the quarries at the House of Correction has proved of value to the city.

It will be noted that all inmates of jails are to be regarded as convicts under this Act. As persons are held for trial and also on occasion held as witnesses, some doubt has been expressed with regard to the legal right to force those who have not received a sentence, to any kind of labor. But the Act distinctly states that such labor is to be voluntary and in no way to be compulsory. Doubtless many who are held for trial will welcome an opportunity for earning wages.

They shall not wear a striped suit. It is to be hoped this clause of the Act will be so construed as to prevent the use of any sort of distinctive garb to indicate that they are convicts. It will be understood that only those who can be trusted will have the privilege of working on the highways. Suppose requisition is made on a jail having one hundred prisoners for a gang to work on the roads. Of those one hundred, we estimate that seventy will volunteer for such service. From these seventy volunteers, we readily believe that from twenty-five

to forty may be selected who can be trusted and who will give fair satisfaction.

Some of our County Commissioners make objection to such employment on the ground that every criminal so employed will take the place of some outside worker who ought to be earning a dollar and a half daily to support himself and family. There is some weight to this objection, yet it should be remembered that quite often the money earned by these men will be sent to families who otherwise are in danger of becoming pauperized. Then the demoralizing effects of idleness should be especially considered. If such system helps to transpose petty offenders to the ranks of professional criminals, the ultimate loss and danger to the community must be taken into consideration. The percentage of persons so employed in comparison with the great army of workers is so small as to be almost negligible. Open up the quarries for these men, and let us have the results in splendid highways, thus directly benefiting the entire community.

Grave Defects

The passage of all these bills represents progress in the direction of true penal reform. The Commonwealth of Pennsylvania is getting into alignment with the best exponents of the treatment of offenders. But these laws must be reinforced by additional legislation before they become very effective. There is not any obligation on the part of any prison board to institute these industries. They merely have the privilege of furnishing employment. And unless there is some market to which they may look with reasonable certainty for the disposal of products, there is little or no encouragement to establish these industries. No prison board will be inclined to establish a furniture manufactory unless there shall be a call for the furniture. The Mayor of Buffalo can not order a desk or a chair for his room unless he has first made requisition on the manager of prison products in the State of New York. If the prisons make what is desired, he is under obligation to purchase from them. If he purchases

furniture elsewhere, the controller will not honor the bill unless accompanied by a letter from the sales manager of prison products that such articles are not in stock. We must have some such system in this State before there will be any successful operation of the laws on this subject. Since all the prisoners in the State, working on full time, will not produce one-thirtieth of the supplies needed by our public institutions, the amount of competition is almost negligible.

Many of the convicts have families to whom their scant earnings will be sent, thus directly benefiting the community; for very often these families must receive aid from some source.

Then we are firmly convinced that an imprisonment which fosters the habit of idleness is detrimental both to the individual and to the community.

On behalf of the Acting Committee,

ALBERT H. VOTAW, *Secretary*.

Consolidation of the Eastern and Western Penitentiaries

A bill to consolidate the Eastern and the Western Penitentiary into one large institution, to be located in Centre Co., was introduced into the last Assembly, and finally after considerable discussion and much opposition was passed, and by the signature of the Governor on the 14th day of June, 1915, became law.

The bill as passed is known as Act No. 422 and reads as follows:

No. 422.

AN ACT

To provide for the modification of the plans of the new Western Penitentiary in Centre County so as to provide larger or additional buildings, in order to accommodate the inmates of the Eastern Penitentiary as well as of the Western Penitentiary, for the consolidation of said institutions into one to be known as the State Penitentiary of Pennsylvania.

Whereas, By authority of law, a large tract of land in Centre County has been acquired by the Commonwealth, for the purpose of establishing thereon the Western Penitentiary, with a view of giving the inmates thereof abundant employment in healthful

outdoor occupations, and rendering the institution largely self-supporting; and

Whereas, The said tract of land is situated near to the center of the State, and is of ample area to justify the establishment thereon of a penitentiary of sufficient capacity to provide for the inmates of the Eastern Penitentiary as well as of the said Western Penitentiary; and

Whereas, The Eastern Penitentiary is located in a district which has become closely built up, so that the inmates thereof have no opportunity for farming or other useful or healthful outdoor employment, but must of necessity be kept largely in idleness to their own physical and moral injury; and

Whereas, The combination of the said Eastern Penitentiary and the Western Penitentiary in one institution, under one management, would tend to uniformity and efficiency as well as to great economy in administration; therefore,—

Section 1. Be it enacted, &c., That the plans for the buildings of the new Western Penitentiary in Centre County be so modified as to provide larger or additional buildings, or both, as the board in charge thereof and the Governor may approve, of sufficient capacity for the accommodation of the present and the future inmates of the Eastern Penitentiary as well as of the Western Penitentiary; and that all provisions, in erecting and constructing the buildings upon said tract of land in Centre County, be made with a view of the future accommodation therein of all the inmates of both of said penitentiaries and the future operation thereof as one institution.

Section 2. Upon the completion of the said buildings, the inmates of the said Eastern Penitentiary as well as the inmates of the said Western Penitentiary shall be transferred to the said institution, whereupon the said institution shall become and be known as the Pennsylvania State Penitentiary. The said consolidation shall take effect when the said buildings shall be completed, which shall be ascertained by the Governor and announced by proclamation. Thereupon, and until further provision shall be made by law, the inspectors of said Eastern Penitentiary and the inspectors of said Western Penitentiary shall together constitute the board of inspectors of said Pennsylvania State Penitentiary, and shall manage the said institution under such regulations, consistent with law, as they, with the approval of the Governor, may adopt.

Section 3. All acts or parts of acts inconsistent herewith are hereby repealed.

Approved—The 14th day of June, A. D. 1915.

MARTIN G. BRUMBAUGH.

This contemplated removal of the Eastern Penitentiary from its long established location in Philadelphia has affected

the members of our Society with varying emotions. For eighty-five years the members of its Acting Committee have had the privilege of making visits to our erring brothers and sisters who are confined within those walls, and they are convinced that these visits have been beneficial. They are not unmindful, however, that the removal of this institution to some large plantation would have beneficial results in the line of improving the general health of the inmates and especially in affording greater facilities for employment. But they are not prepared to sanction the removal of the penitentiary to a distant part of the State, so that the work of visitation will be largely discontinued.

They also believe that most of the prisoners so removed and hereafter thus disposed of will greatly miss the solace of visits from the loved ones of their homes. Prisoners are human beings with tastes, affections, social disposition, like the most of us, and it is not to be supposed that in these days of humane treatment, a punishment must be meted out to transgressors which will forbid the limited opportunities now granted to them for seeing the members of their families.

Recently the Secretary had the privilege of spending a day at the new Penitentiary in course of construction on the immense farm of 5,200 acres in Centre County. A more beautiful location can scarcely be imagined. On one side is a mountain range, to the ridge of which the farm extends, so that the watershed is entirely under the control of the estate, thus guaranteeing absolute control of the water supply. Never-failing springs of pure free stone water have a daily capacity of over one and one-half millions of gallons. Then Spring Creek, a stream of considerable size and volume, flows through the entire tract which will be used for developing power for electric lighting and for other purposes.

Warden John Francies gave me a very cordial greeting and placed me in charge of the chief engineer, who most kindly explained the various constructions.

On a plateau, which, however, has needed much grading, are the main buildings to be erected. The construction is of

reinforced concrete, the materials for which are mostly to be found on the estate. In the valley on one side are great limestone quarries where there are huge crushers. An endless chain with suspended cars is carrying the crushed stone to the top of the plateau. In the valley on the other side are sandstone quarries, and the stone being crushed and pulverized is being carried in a similar way to the place of construction. Four hundred and fifty men are now employed in the work. These men are engaged in building, in farming and in road-making and in domestic service. In one "Honor Camp" about 100 men have their dormitory, and in the same enclosure of about eight acres, surrounded by a barbed wire fence, are the temporary apartments of the tuberculosis prisoners. I saw a large gang of these men returning from light employment in the forty-seven acre kitchen garden of the farm. They did not appear to be invalids, but I was informed they belonged to the tuberculous department. Many of them are said to have vastly improved since they have been brought from the damp cramped quarters on the banks of the Ohio River at Pittsburgh. One man who had been recently brought from the Penitentiary in Pittsburgh informed me that the diet of fresh vegetables on the farm was much better than what they could purchase in the markets of the city. On the big farm they will have a minimum of canned stuff.

At some time in the future it is intended to place the quarters of the consumptive inmates on the mountain where the air is the purest and where the outdoor treatment will have the fullest opportunity for its beneficial effects.

No time has been definitely assigned for the removal of any of the inmates of the Eastern Penitentiary to this plantation. Not one-half of the convicts at Pittsburgh have been taken to the farm up to this date.

The appropriation granted by the last Assembly was far under the amount required to finish and equip the buildings. Just now they are building a dining-room with kitchens for the accommodation of 3,000 guests. It is the intention of the Warden soon to begin the construction of a wall enclosing 108

acres. The wall will be built of reinforced concrete. It is probable that no other buildings will be finished until another appropriation is available. Within two years it is possible the inmates of the Penitentiary at Pittsburgh may be removed to the new location, and yet is doubtful. There is no economy in conducting both the institution in Pittsburgh and the one in Centre County, so it seems that the Assembly ought to have granted sufficient appropriation to finish the work at an early date.

The chamber of horrors has been built and fully equipped for its gruesome task. In other words, the electrocution house has already served its appointed purpose.

It is impossible to get in touch with Warden John Francies without catching some of the contagion of his enthusiasm. There is no more interesting and remarkable operation in penal matters on the continent than what may be spread before our astonished gaze in this beautiful valley in Centre County. Over four hundred convicts employed on a farm and in building for themselves a place of incarceration. No walls, no armed guards, the prisoners living in slight temporary quarters, with very rare attempts at escape. The experience on this farm may prove that walls, locks, bars and grated windows are not essential for a large majority of our prisoners. However, it is proposed to erect a wall to enclose 108 acres and a cell-house with all the appurtenances of cages for animals. We have not heard whether this method of construction has been approved by the Governor, but many have thought that a three or four-story cell-house with dismal narrow apartments does not harmonize with the environment, or with modern penal methods. One Merit Camp has been established in which there are probably a hundred inmates and experience alone will tell how far this system may be carried out. There is ample room on the 5,100 acres outside the walls for many such camps or rather apartment houses.

To furnish wholesome and satisfactory employment is one of the avowed objects of this Industrial Farm. Warden John Francies is utterly opposed to any system which locks

men up without furnishing employment. He is fully aware of the demoralizing effects of idleness, and further has stated that such treatment has sometimes driven men into insanity.

While there are many who would have preferred to see another Industrial Farm established in the eastern part of the State, the Secretary would encourage every member of the Society, and especially of the Acting Committee, at an early date to make a pilgrimage to the new Western Penitentiary in order to see the industrial activities of that great establishment and to become acquainted with the natural beauties and healthfulness of the location.

ALBERT H. VOTAW.

The Philadelphia House of Correction

Last winter, at the instigation of Hon. George D. Porter, Director of Public Safety, and in accordance with suggestions prepared by Robert Dunning Dripps, Secretary of the Public Charities Association, two gentlemen of high repute in the field of Penology, Dr. Hastings H. Hart, of the Russell Sage Foundation, N. Y., and Supt. James A. Leonard, of the Ohio State Reformatory, were requested to investigate the operation and condition of the Philadelphia House of Correction with a view of making recommendation as to its further improvement. Director Porter had been giving particular consideration to the conduct of the House of Correction, and while many improvements had been made during the last two and one-half years, the Director was convinced that additional improvements could be effected.

Dr. Hart for many years has been a profound student of all matters connected with penal institutions, and Supt. Leonard has had long experience in the practical working of the new penology with distinguished success. This Committee spent three days in very close observation of the environment, management and conditions of the House of Correction, and their findings are embodied in an admirable report, of which we present some features.

Report on the House of Correction

While your Committee subscribes to the conclusion that the best type of institution for the correction of the class of misdemeanants now committed to the Philadelphia House of Correction, is the "farm colony," lately developed in a few communities, they have not allowed that conviction to blind them to the possibilities for constructive work possessed by this older type of institution. After their investigation and study of the problem in its local aspects, your Committee is prepared to state that the Philadelphia House of Correction, as it stands, will compare favorably with most institutions of its class in the United States and that, with a few changes, involving a moderate expenditure of money, it is capable of being advanced to the front rank of such institutions.

The advantages which are afforded by its almost ideal location and by its resources for furnishing wholesome and suitable employment for the inmates are assets which largely counterbalance its defects. With a better classification of inmates, an improved department for women, a more scientific medical department, with a suitable hospital for inebriates, and an organized system of probation and parole, it would be equipped to do high-grade work for the community.

The plan of releasing prisoners before the expiration of their sentence, under proper conditions, is generally accepted by experienced penologists as a most practical, useful and economical measure, and is the method which is now adopted in most states, both for juvenile and adult offenders, under the title of the parole system. In the course of the inquiry, Captain Wm. C. Carroll, who is the disciplinary officer at the House of Correction, suggested that many prisoners ought to be released on parole within five days after their commitment to this institution, for the reason that the shock of arrest, conviction and humiliation exhausted its force with many of them by that time, and that further detention tended to dull the effect which would otherwise be produced. The Committee is strongly impressed by this suggestion, but they believe that in most cases, including the majority of first offenders, it would be better for the court to place such individuals on probation without committing them to the institution at all. The plan of adult probation is in successful operation in Massachusetts, New York, Illinois and other states.

It is generally agreed, however, that the parole system does more harm than good, unless the privilege of parole is restricted to prisoners who give evidence of a genuine disposition and respect for reformation, and unless prisoners are kept under the close and friendly oversight of competent and trained parole officers. It is also agreed that the selection of individuals to be

paroled should be made by competent officers without the intervention or petitions of friends, argument of attorneys, or pressure from outside influences. The success of the parole system depends to a very great extent upon its having a thoroughly organized corps of high-grade probation officers. Your Committee would make the following definite recommendations:

1. The establishment of a system of adult probation, either under the direction of a probation commission with a corps of probation officers of the Department of Safety,—probationers to be supervised by the parole officers; or under the superintendent of the House of Correction, who will use his parole officers, as is done in Ohio, under the superintendent of the State Reformatory.
2. With the establishment of an indefinite sentence, fixing a maximum of one year for first offenders and three years for repeaters, prisoners should be made subject to parole whenever in the judgment of the Director of Public Safety they have attained such character and such stability as to warrant their parole. There should be specific legal provision permitting the Director to receive written communications giving information concerning the applicants for parole, but prohibiting his hearing any oral argument or appeal in favor of such parole from any attorney or other person. It should be his duty to institute such investigation through the officers of the institution or through competent parole officers as will enable him to reach a wise decision.
3. Provision for the selection of competent parole officers by a practical Civil Service examination, such parole officers to be discreet men or women of good character, selected with sole reference to their possession of such wisdom, tact and patience as will qualify them for this responsible and delicate work.
4. An immediate investigation to find out whether the existing laws do not sufficiently authorize the Director of Public Safety to establish the parole system at the House of Correction without additional legislation. It has already been pointed out that the Director possesses discretionary power to discharge. In the exercise of the pardoning power, the Governor of Minnesota instituted the plan of a conditional discharge subject to return for completion of sentence in case the conditions are violated. It is also possible to organize a system of probation and parole through the Court of Quarter Sessions, which

already has the necessary powers. The Director of Public Safety could become the recommending agency to the Court.

5. The immediate provision by the City Council for at least three parole officers, two men and one woman. In case such appropriation could not be immediately secured, we would advise detailing from one to four of the best officers of the prison for parole service. The population of the prison during eight months of the year is considerably less than during the other four months, and while it might cripple the force somewhat, we believe that in the long run the gain would outweigh the loss.

PAYMENT OF PER DIEM WAGES TO FAMILIES OF MEN COMMITTED FOR NON-SUPPORT.

A practical solution of one of the most serious problems in the community has been offered in the form of the Law of 1913, providing for the payment of a per diem wage to the families of deserting and non-supporting husbands committed to this institution. Up to the present the law which provided for this payment has been practically annulled by the failure of the City Councils to appropriate a fund out of which these wages may be paid. It is the opinion of your Committee that this most practical and socially desirable measure should be put into immediate operation by the appropriation of a working fund and that similar provision should be made for the families of other prisoners as well. In this connection, it should be borne in mind that the House of Correction is a considerable producer of goods. In 1913 services were rendered and goods produced to the value of \$121,950. The payment of a fraction of this amount to the families of prisoners would go far toward relieving the community of many dependents.

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PHYSICAL PLANT.

The Philadelphia House of Correction enjoys an especially favored location on the banks of the Delaware River. Although within the city lines, it is in open farming country, which gives it both healthful and pleasing surroundings. A little creek permits of the landing of coal and other supplies in the rear without unsightly approaches.

ACREAGE.

The institution secured what at the time of its organization was a very liberal amount of land. It possesses today 226 acres of good land, and has plans for reclaiming 55 acres more, making a total of 281 acres in the farm.

BUILDINGS.

Considering that the House of Correction buildings were erected forty years ago, they are remarkable in many ways. The builders abandoned all previous institutional traditions by omitting absolutely any prison walls or enclosure. They built a cell-house for women, which today conforms to the ideas advanced by the most progressive prison builders, the cells being located on the outside of the building, with a good window lighting each cell. (See map of buildings.) The general plan of the buildings is good; they were built of stone, and so well built that hardly a crack is visible in the walls after forty years.

All of the cell blocks for the men and two of the three assigned to women are constructed on the plan of a central cell block with four tiers of brick wall construction, each cell 6x7 ft. Each block has 192 such cells. One of the men's cell blocks is divided into separate stories. The cell doors are about $1\frac{1}{2} \times 6\frac{1}{2}$ ft. wide; they are composed of lattice bars, which shut off about two-thirds of the light; the corridor outside of the cells is 10 ft. 4 inches wide, and the cell-house is lighted by very large windows. Although the corridors are well lighted, the cells secure very little natural light, and at present there is no artificial lighting provided. As a result, it becomes necessary to allow the women to sit on benches in the corridors in order to read—a practice which increases the difficulty of preventing corrupting communications.

The men's department is not provided with either a general dining room or dining rooms for each cell block. The prisoners in most cases eat in their cells, although in at least one cell block tables have been placed in the corridor, where the men receive their food.

Reference has been made to one of the three cell blocks for women as being especially modern in structure. In this one the cells are built against the outer wall and are larger than in the rest of the institution, being in this case $7\frac{1}{2} \times 10\frac{1}{2}$ ft.; each cell is lighted by a good-sized window. Although the windows at each end of the corridor furnish considerable light, at the end toward the central building it is indirect and insufficient. This defect, however, is compensated by the fact that the cells are so well lighted by day.

At the end of each cell block is a large, well-lighted room used for sewing. In the basement, in one of the women's cell blocks, is located the laundry, in which were employed during 1913 an average of twenty-three women and two men. The laundry is equipped with Quaker washers and a centrifugal wringer. The washing for the administration building, the superintendent's office and the resident officers is done by hand in stationary washtubs. The ironing is all done by hand.

From a glance at the map, certain defects of construction became evident at once. As the buildings are arranged, it is impossible to classify the women prisoners with reference to character, disposition, criminal experience, age and color. That such classification should be provided for needs no argument. In the men's department it is customary to group the men following a particular occupation together; gas house men, mechanics, men doing clerical work, etc. Generally speaking, such a classification is no doubt sufficient to bring together persons of similar habits; but your Committee considers that entire dependence should not be placed upon an occupational classification—other considerations should be given attention. It seems socially inadvisable to group persons committed for larceny with persons committed for drunkenness, simply because they both followed the same occupation.

The institution does not seem to have been planned with proper regard for the segregation of the sexes. Men and women are received at the same entrance, from which passages lead to the right and left without any separating doors. In the domestic department there do not seem to be any partitions; two male prisoners are employed in the laundry (one of them running the centrifugal wringer, because a woman was injured there some years ago). Male runners bring soiled clothes into the laundry and remove the clean clothing, though always under the direction of an officer. Male prisoners can see through into the laundry, and women can see through into the kitchen and other departments where men are employed. The basement has many dark passages and corners, and it would appear to be difficult to insure proper conduct. The Committee inquired of the superintendent, the warden, the captain, who is the disciplinary officer, the head matron and the matron of the laundry department concerning this point. Most of these officers expressed the opinion that it would be better if the women could be entirely segregated, but they all maintained that they had no difficulty in keeping order. The laundry matron, who has been employed there more than twenty years, said that she had never had to report a male prisoner for an impropriety.

RECOMMENDATIONS.

From our study of the physical equipment of the House of Correction, we would advise making changes as follows:

1. We would recommend that the custom of feeding the men in their cells be discontinued as soon as a suitable modern dining room can be built. We believe there is sufficient room upon the area occupied by the plant for erecting such a dining room and kitchen.
2. We would recommend that all cells be furnished with running water and toilet and an electric light of suf-

ficient power to enable inmates to read in the cells during the long evening hours when they are confined therein.

3. We would advise that provision be made for combining the prisoners in smaller groups to make possible a better classification of offenders.
4. We would recommend that provisions be made for the complete segregation of the women's department, so that no male officers, except administrative officers, and no male prisoners shall enter the department, except for emergency services, such as repairs, etc. This subject is treated in detail in the section on the women's department.

INDUSTRIES AND EMPLOYMENT.

The House of Correction is, undoubtedly, the most fortunate prison in the State of Pennsylvania, in the matter of opportunity for common labor adapted to prisoners of the type which are received. An extensive stone quarry, in which a large number of laborers can be employed and a market readily secured, the manufacture of gas for institutional and community use, and a wide range of employment for other bureaus and departments of the City of Philadelphia, such as Byberry Farm, repair and upkeep of dredging and iceboats, the making of highways and the extension of the gas plant—all furnish employment for a varied group of people. We know of no other prison in Pennsylvania which has such resources for the employment of its inmates.

In addition to the employments mentioned above, the usual lines of institutional work are followed, such as carpentry, blacksmithing, shoemaking, manufacture of clothing, farming and teaming. Considerable work has been done in the way of reclamation of land, which both furnishes labor and increases largely the value of the property. Fifty-five acres have already been reclaimed, and surveys have been made for reclaiming another fifty-five acres of tidewater ground on the shores of the Delaware River.

RECOMMENDATIONS.

We would recommend that provision be made for increasing the kinds of employment for women. It is entirely possible to set apart for their use a portion of the farm near the women's department for gardening, floriculture, the raising of small fruits and chicken raising. Since outdoor life and outdoor work are of the greatest value in building up physically and spiritually such women as are committed to this institution, we are convinced that at least nine-tenths of them should spend an hour or two each day in summer in gardening or other outdoor work.

AN ACT

Penal Institutions.

Section 1. Be it enacted, &c., That section two of an act approved the eighteenth day of June, one thousand eight hundred ninety-seven, entitled "An act limiting the number of inmates of State prisons, penitentiaries, State reformatories, and other penal institutions within the State of Pennsylvania, to be employed in manufacturing goods therein, and prohibiting the use of machinery in manufacturing said goods," which, as amended by an act approved the twenty-eighth day of April, one thousand eight hundred and ninety-nine, entitled "An act amending sections one and two of an act, entitled 'An act limiting the number of inmates of State prisons, penitentiaries, State reformatories, and other penal institutions within the State of Pennsylvania, to be employed in manufacturing goods therein, and prohibiting the use of machinery in manufacturing said goods,'" reads as follows:—

Limitation of number of inmates to be employed.

"That the officers of the various county prisons, workhouses, and reformatory institutions within the Commonwealth of Pennsylvania shall not employ more than five per centum of the whole number of inmates in said institutions in the manufacture of brooms and brushes and hollow ware, and ten per centum in the manufacture of any other kinds of goods, wares, articles, or other things that are manufactured elsewhere in the State, except mats and matting, in the manufacture of which twenty per centum of the whole number of inmates may be employed: Provided, This act shall not apply to goods manufactured for use of the inmates of such institutions," is hereby further amended to read as follows:—

Section 2, act of June 18, 1897, as amended, cited for amendment.

Section 2. The officers of the various county prisons, workhouses, and reformatory institutions, within the Commonwealth of Pennsylvania, shall not employ more than five per centum of the whole number of inmates in said institutions in the manufacture of brooms and brushes and hollow-ware, and ten per centum in the manufacture of any other kind of goods, wares, articles, or other things that are manufactured elsewhere in the State, except mats and matting, in the manufacture of which twenty per centum of the whole number of inmates may be employed. Provided,

Limiting per centum of inmates to be employed in certain manufactures.

Proviso. This act shall not apply to goods manufactured for
Application of act. use of the inmates of such institution, or for any in-
stitution or the inmates of any institution supported,
wholly or in part, by the county in which the prison,
workhouse, or reformatory institution is located, or
for the use of the county itself.

Repeal. Section 2. Section three of said act is hereby re-
pealed.

Approved—The 1st day of June, A. D. 1915.

MARTIN G. BRUMBAUGH.

No. 289.

AN ACT

Employment in Eastern Penitentiary, the Western Penitentiary, and the Huntingdon Reformatory.

Section 1. Be it enacted, &c., That all persons
sentenced to the Eastern or Western Penitentiary, or
to the Pennsylvania Industrial Reformatory at Hunt-
ingdon, or to any other correctional institution here-
after established by the Commonwealth, who are
physically capable of such labor, may be employed at
Hours of labor. labor for not to exceed eight hours each day, other than
Sundays and public holidays. Such labor shall be for
Kinds of labor. the purpose of the manufacture and production of
supplies for said institutions, or for the Common-
wealth or for any county thereof, or for any public
institution owned, managed, and controlled by the
Commonwealth, or for the preparation and manufac-
ture of building material for the construction or re-
pair of any State institution, or in the work of such
construction or repair, or for the purpose of indus-
trial training or instruction, or partly for one and
partly for the other of such purposes, or in the manu-
facture and production of crushed stone, brick, tile,
and culvert pipe, or other material suitable for drain-
ing roads of the State, or in the preparation of road
building and ballasting material.

Section 2. A member of the board of prison in-
spectors of the Eastern Penitentiary, designated by
such board; a member of the board of prison inspec-
tors of the Western Penitentiary, designated by such
board; and a member of the board of managers of the
Pennsylvania Industrial Reformatory at Huntingdon,
designated by such board, shall constitute the Prison

Labor Commission, which commission shall perform the duties hereinafter specified with reference to the regulation and supervision of the labor of inmates of the penitentiaries and reformatory, and other correctional institutions hereafter established by this Commonwealth, and for the disposal of the products of the labor of such inmates. The members of this commission shall serve without salary, but they shall be allowed their expenses actually and necessarily incurred in the discharge of their duties. The Prison Labor Commission is empowered to employ such clerks or other employes as are necessary for the proper conduct of its business, at such salaries as shall be determined by the commission.

Prison Labor Commission.

Powers and duties.

Section 3. The Prison Labor Commission shall determine the amount, kind, and character of the machinery to be erected in each of the penitentiaries and reformatory, or other correctional institutions hereafter established, the industries to be carried on therein, having due regard to the location and convenience thereof with respect to other institutions to be supplied, to the machinery therein, and the number and character of inmates.

Machinery to be installed.

Section 4. The Prison Labor Commission shall arrange for the sale of the materials produced by the prisons, to the Commonwealth, or to any county thereof, or to any of the public institutions owned, managed, and controlled by the Commonwealth.

Sale of products.

Section 5. For the purchase of material, equipment, and machinery to be used in the penitentiaries, reformatory, and other correctional institutions as aforesaid, a special appropriation of seventy-five thousand dollars shall be made to the Prison Labor Commission, to be known as the manufacturing fund.

Manufacturing fund.

Section 6. The sum of eight thousand dollars, or so much thereof which may be necessary, is hereby specially appropriated to the Prison Labor Commission, for the two fiscal years beginning January first, one thousand nine hundred and sixteen, for the purpose of paying salaries of clerk hire, traveling expenses, and contingent expenses. The receipts from the sales of manufactured articles, sold as aforesaid to the Commonwealth or any county thereof, or any public institution owned and managed and controlled by the Commonwealth, shall not be turned into the State Treasury, but shall be credited to the manufacturing fund, created by section five, and used for the

Appropriation.

Disposition of receipts.

purchase of further material, equipment, machinery, and supplies; and the commission shall make a full monthly report of the products, sales, receipts, and disbursements of such industries to the Auditor General of the Commonwealth.

Monthly report.

Section 7. Hereafter an account shall be kept by the proper officers of the Western Penitentiary, the Eastern Penitentiary, and the Pennsylvania Industrial Reformatory at Huntingdon, and the other correctional institutions hereafter established by the Commonwealth, of the labor performed by all prisoners under sentence in such institution. In such account the prisoner shall be credited with wages for the time he is actually engaged in work; the rate of such wage, and the amount credited to each, to be regulated at the discretion of the Prison Labor Commission, or such persons as they may designate. In no

Amount of wage.

case shall the amount be less than ten cents, nor over fifty cents, for each day of labor actually performed. The difference in the rate of compensation shall be based both upon the pecuniary value of the work performed and also on the willingness, industry, and good conduct of such prisoner.

Relief fund.

Section 8. Three-fourths of the amount credited to each prisoner, or the entire amount if the prisoner so wishes, shall constitute a fund for the relief of any person or persons dependent upon such prisoner, and shall be paid upon the order of the Prison Labor Commission to the person or persons establishing such dependency to the satisfaction of said board, at such time and times as said board may order.

Dependents.

Prisoner's benefit fund.

Section 9. In case a prisoner has no person or persons dependent upon him, the sums so credited shall be deposited for the benefit of such prisoner, under the rules and regulations of the Prison Labor Commission; and the sum so credited shall be paid to the said prisoner,—one-third on discharge of prisoner, one-third in three months after his discharge, and the balance in six months after his discharge.

Charge of wages paid.

Section 10. All wages paid under the provisions of this act shall be charged to the manufacturing fund provided for in section five of this act.

Offices.

Section 11. The Board of Commissioners of Public Grounds and Buildings shall provide adequate offices and quarters for the commission, in the State Capitol or elsewhere, and shall, on requisition of the commission, furnish all such books, stationery, furni-

ture, supplies, et cetera, as may be needed to conduct properly the affairs of the commission. **Supplies.**

Section 12. The printing and binding necessary for the proper performance of the duties of the commission, and for the proper preservation of the records of the commission, shall be done by the State Printer, upon order of the Superintendent of Public Printing and Binding, upon requisition of the commission. **Printing and binding.**

Section 13. Section one of an act approved the eighteenth day of June, one thousand eight hundred ninety-seven, entitled "An act limiting the number of inmates of State prisons, penitentiaries, State reformatories, and other penal institutions within the State of Pennsylvania, to be employed in manufacturing goods therein, and prohibiting the use of machinery in manufacturing said goods;" section one of an act approved the twenty-eighth day of April, one thousand eight hundred ninety-one, entitled "An act amending sections one and two of an act, entitled 'An act limiting the number of inmates of State prisons, penitentiaries, State reformatories, and other penal institutions within the State of Pennsylvania, to be employed in manufacturing goods therein, and prohibiting the use of machinery in manufacturing said goods;'" and section three of an act approved the eighteenth day of June, one thousand eight hundred ninety-seven entitled "An act limiting the number of inmates of State prisons, penitentiaries, State reformatories, and other penal institutions within the State of Pennsylvania, to be employed in manufacturing goods therein, and prohibiting the use of machinery in manufacturing said goods," are hereby specifically repealed. Section four of an act approved the thirteenth day of June, one thousand eight hundred eighty-three, entitled "An act to abolish the contract system in the prisons and reformatory institutions of the State of Pennsylvania, and to regulate the wages of the inmates," in so far as it applies to convicts under control of State officers and to inmates of reformatory institutions, is hereby repealed. All other acts or special acts inconsistent herewith are hereby repealed. **Repeals.**
Section 1, act of June 18, 1897.
Section 1, act of April 28, 1891.
Section 3, act of June 18, 1897.
Section 4, act of June 13, 1883.
Repeal.

Approved—The 1st day of June, A. D. 1915.

MARTIN G. BRUMBAUGH.

No. 359.

AN ACT

Authorizing and regulating the employment of convicts and prisoners on the public highways.

DEFINITIONS.

Section 1. Be it enacted, &c., That as used in this act, the term "jail" means penitentiary, jail, prison, or workhouse.

"Warden" means any person in charge of a jail.

"Highway" means any highway, road, street, or alley.

"Convict" means any inmate of a jail.

"Municipality" means any municipal corporation or quasi municipal corporation.

ROAD WORK FOR CONVICTS.

Section 2. The warden of any jail is hereby authorized and directed to detail for work on the public highways such convicts as he may deem advisable, excepting prisoners under sentence of death, upon the written request of the State Highway Commissioner, for all State roads; the county commissioners, for all county roads; the township commissioners or township supervisors, as the case may be, for township roads; the mayor or burgess, as the case may be, for all municipal streets. The detail shall be voluntary on the part of the convict, and shall in no way be compulsory.

RULES AND REGULATIONS.

Section 3. Convicts detailed to highway work shall, while so engaged, be under the general direction of the warden, or overseers appointed by him, and shall be subject to such rules and regulations with respect to their hours of labor, conduct, and control as the warden shall establish.

VIOLATION OF RULES AND REGULATIONS.

Section 4. The convicts shall not be required to wear stripes. For any infraction or violation of the rules and regulations the maximum punishment of any convict shall be his summary return to confinement in the jail, and loss of all deductions from the time of his sentence which he may have been entitled to up to the time of such infraction or violation.

REMUNERATION.

Section 5. Each convict shall be allowed the sum of twenty-five cents for each day's labor. This sum shall accumulate as a fund to be paid the convict on the termination of his sentence, or on his release by pardon or parole, and which shall

be in addition to the sum of money ordinarily given discharged convicts. The sum shall be paid by the State, county, township, or municipality having the work done.

DISPOSAL OF FUND.

Section 6. On petition of any convict, the warden may pay out from any sum so accumulated a portion, or all thereof, in support of a dependent wife, children, or parent of such convict in need or distress.

SUPERVISION OF WORK.

Section 7. The warden, on the written requests for convicts by the State Highway Commissioner, in the construction of State roads; or the county commissioners of each county, in the construction of county roads; or the township supervisors or township commissioners, as the case may be, in the construction of township roads; or the municipal authorities, in construction of municipal streets; shall determine upon what highway convicts so detailed shall be employed, whether in the improvement of existing highways or in the construction of new highways. The State Highway Commissioner shall have general supervision and direction of all State road work, and the county commissioners of all county roads, the township commissioners or township supervisors, as the case may be, of all township roads, and the municipal authorities of all municipal streets, to the improvement or construction of which convicts have been detailed.

PROVIDING FOR THE GRANTING OF ADDITIONAL GOOD TIME.

Section 8. Hereafter convicts of any jail, undergoing sentence in accordance with law, who shall or may be engaged in work on any highway, and who shall conduct himself in accordance with the rules of the prison and perform his work in a creditable manner, shall be granted such good time in addition to that allowed by law as the Governor may order, not to exceed (10) days in any one calendar month. The Governor shall not execute any of the rights or powers herein granted unto him until the Lieutenant Governor, Secretary of the Commonwealth, Attorney General, and Secretary of Internal Affairs, or any three of them, after full hearing, upon due public notice and in open session, upon such rules as they shall provide, shall have recommended the commutation of sentence.

SKILLED LABOR NOT INTERFERED WITH.

Section 9. Convicts employed under this act shall not be used for the purpose of building any bridge, or other structure of

like character, or to do any work in connection therewith, which requires the employment of skilled labor.

DISBURSEMENT AND EXPENDITURES.

Section 10. All disbursements for expenditures for convict labor shall be on warrants certified to by the officer or person in charge of the highway work, and upon approval by the State Highway Commissioner, county commissioners, township commissioners, township supervisors, or proper municipal authorities be paid to the warden for the use of such convicts, on warrants drawn by the State Treasurer, county treasurer, or treasurer of the board of township commissioners, township supervisors, or of the municipality, from such funds as may be designated for labor for such convicts, to be used in the repair and construction of such highways.

Section 11. All acts and parts of acts inconsistent with this act are repealed.

Approved—the 4th day of June, A. D. 1915.

MARTIN G. BRUMBAUGH.

THE PENNSYLVANIA PRISON SOCIETY—the oldest organization of the kind in the world—founded in 1787 by Bishop William White, Dr. Benjamin Rush, Benj. Franklin, and one hundred and fifty other eminent citizens of Philadelphia—has, in accordance with the terms of its charter, persistently and earnestly labored for the attainment of the following objects:

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- 1 Construction of Correctional Institutions
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- 3 Improvement in Prison Administration
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- 5 Moral and Religious Instruction for Prisoners
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